

SOUTH PACIFIC COMMISSION

REPORT ON LIBRARY SERVICES IN FIJI.

prepared at the request of

the GOVERNMENT of FIJI.

by

D. Bruce ROBERTS,

Director, South Pacific Commission Literature Bureau.

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1.
NOTE OF TRANSMISSION

In March 1960 I visited Fiji at the request of the Fijian Government "to review public library services throughout the Colony and to furnish this Government with a report embodying recommendations for the expansion and improvement of existing public library services and the initiation and development of new services".

2. It was at once apparent that although capital assistance for library development may become available in the not too distant future, the territory's finances cannot easily absorb provision for the necessary recurrent expenditure. This creates a three-way dilemma; to say baldly that the territory cannot afford a proper library service yet is not very helpful; to suggest that library services do not cost a good deal of money is untrue; and to recommend large schemes is unrealistic.

3. This report therefore tries to indicate what sort of recurrent costs would be required to provide good but not extravagant library services. In so doing it sets out general principles insofar as these principles involve money, but avoids the kind of detail which would be the concern of the chief librarian if and when he is appointed, and which does not affect the money question to any great degree.

4. It is hoped that this approach will be of assistance to the Government in that :

- (a) it will have a clear idea of the kind of maximum annual costs that would be involved over, say, the next fifteen years;
- (b) on this basis it could either decide the time is not propitious for a start, or it could make a start but adopt a reasonably flexible timetable;
- (c) it could avoid, right from the start, certain errors of principle which have seriously hampered library services elsewhere, and led to a good deal of waste of money.

5. The report deals separately with the question of territory wide public library services (paragraphs 17 to 38), a National Reference Library (paragraphs 42 to 60). Relationships with the Government Archives are discussed in paragraphs 39 to 41.

6. In conclusion, I consider the following publications contain information which is particularly appropriate to conditions in Fiji :

McCOLVIN, Lionel. "The Chance to Read". Phoenix House Ltd., London.

LIBRARY ASSOCIATION. Library Association Pamphlets, Nos. 5, 9, 14.

The Library Association, Chaucer House, Malet Place, London, W.C.1.

UNESCO. Public Library Manuals. Unesco, Paris.

(signed) D. Bruce ROBERTS,
Director: South Pacific Commission
Literature Bureau.

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LIBRARY SERVICES IN FIJIIntroduction

1. Proposals for library development within the Colony have previously been presented in the Taylor Report of 1946; in the Report of the 1957/58 Libraries Committee; and in Notes on a Scheme for the Expansion of Public Library Services submitted by the Government Archivist in 1960.

2. While these reports make many excellent proposals the possibility of following them up has hitherto been restricted by questions of finance - both capital and recurrent.

3. The Secretary of State's Despatch No. 318 dated August 1959 indicates that substantial help towards the capital cost of library development might become available through the British Council after the next year or two.

4. It is essential to remember that this help is for capital costs; the recurrent costs of maintaining library services will fall on the territory; even though it may prove possible to share these costs between the central government, local authorities, and readers, in various different ways and proportions, the total recurrent costs of an effective library service are quite considerable.

5. What seems to be needed now is a more detailed examination of the recurrent costs likely to be incurred in any worthwhile scheme for the development of libraries, no matter what the particular details and arrangements. Only then can a decision be made as to what extent, and when, the territory would be justified in taking advantage of the Secretary of State's offer of capital assistance.

6. Apart from certain basic principles (discussed later) which would be essential to any scheme for public libraries in the territory, the tasks of selecting the most practicable recommendations from those already presented, determining precise relationships between various participating bodies and authorities, and working out details of administration, are matters for growth and evolution after the appointment of a fully qualified librarian; indeed such work would be a very important part of his main responsibility.

7. However, even discussion of recurrent costs has little meaning unless the context of the discussion is stated. For this reason I should like first to draw attention to some remarks of Lionel McColvin, City Librarian of Westminster, who is not only a past President of the Library Association in the United Kingdom, but has very wide acquaintance with library services in many colonial territories :

"Library services that are not based upon high standards are probably not worth bothering about at all. Libraries that are not really good are likely to be no good at all. Many of the public libraries operating in many parts of the world are a gross, extravagant waste of public money because they are too bad to do anything that is worth doing. A good library is never extravagant; a bad one always is.

"The most important thing that can be said in any book on library extension is, therefore, this : Adopt good standards from the beginning; do nothing that is not worth doing, that is not certain to bring good repute to the words 'public library'; if resources and opportunities

are limited be patient; do as much as you can do properly and attempt no more; increased support will surely come more quickly, more certainly, more permanently, if whatever you do is manifestly useful, efficient and inspired by a clear understanding of the functions of the public library."

8. These words provide little comfort to any country with strictly limited financial resources, but anyone who has seen the results of under-financed library work will recognize their essential truth. The writer of this report is fully aware of the difficult financial situation in Fiji, and has made every attempt to avoid grandiose schemes; even so, there is a limit below which one could not conscientiously recommend embarkation on a scheme for public libraries at all. To repeat McColvin's words, "if resources and opportunities are limited be patient; do as much as you can do properly (my underlining) and attempt no more"

9. Quite apart from the question of money this emphasis on quality leads to certain problems in a territory such as Fiji which need to be resolved. The history of library services in very many parts of the world shows that one of the commonest and most ineradicable causes of failure in the past has been the dissipation of funds in support of too many too small autonomous libraries. This statement will be amplified later; but it may be said straight away that experience shows that for success a considerable degree of integration of library services, with centralization of some aspects of the service, is absolutely essential. This is true even in the large and wealthy countries such as England and America, and it is the direction in which library services are moving everywhere. And the smaller a territory is, the more inescapable this truth becomes. Territories starting library services more or less ab initio have a wonderful opportunity to avoid mistakes.

10. However "a considerable degree of integration" does not mean everything has to be provided by the central government and there is no place for local authority effort. In fact, a very great deal does depend on local authority enthusiasm and effort; but in countries such as Fiji the following seemingly contradictory problems arise and must be resolved :

- (a) Local authorities simply do not have enough money to provide efficient library service and must have central government assistance;
- (b) it is desirable that local authorities should not be encouraged to expect assistance from public funds if they develop their own libraries independent of others; they can never have large enough resources of staff and books to provide really good service, and the assistance required is either too large to be justified or too small to do any real good;
- (c) the territorial government must play a central part in the development of library services - probably acting indirectly through a Library Board.

11. This leads to another set of problems: one may think not only in terms of different libraries - e.g. Suva, Nadi, Lautoka, Labasa, etc.: one may also think in terms of different library services, e.g. public lending libraries, postal services, reference libraries, circulating book boxes and so on; if a high degree of integration is necessary does this mean that every library has to provide all these services? - Does it mean we have to try and provide a little bit of each of these services right from the beginning, and develop them side by side? - Does it mean local libraries will provide some services, and the central government should provide others? As will be seen from this report, the answer to all these questions is 'no'.

12. It seems unlikely that Fiji will be able to afford for a considerable time the recurrent expenditure required to maintain each of the several kinds of library service mentioned in previous reports; even the assistance with capital costs likely to become available through the Secretary of State's scheme will not alter this fact. It seems better therefore to try to analyse the library service into smaller parts each of which could stand on its own if need be, and to see if a start can be made with one or some of these. If some parts have to be started later than others this need not in any way hinder the ultimate aim of an integrated service, provided that aim is always kept in view.

13. This report therefore deals with three main aspects of library service -

- | | |
|------------------------------|----------------------------|
| Public lending libraries | (paragraphs 17 to 38); |
| A National Reference Library | (paragraphs 42 to 73); and |
| The Government Archives | (paragraphs 39 to 41). |

14. In Fiji at present limited services for sections of the public are provided by the 'Carnegie' library in Suva, the Ramakrishna library in Nadi, the British Council library and book box scheme, and various social clubs. There are also a number of departmental specialist libraries, e.g. in the agriculture, health and education departments. The 'Alport Barker' collection may become the nucleus of a National Reference Library, as yet non-existent. (The 1957/58 Libraries Committee recommended that a National Reference Library be initially attached to the Government Archives; the latter is already an effective going concern.) In addition it should be mentioned that a considerable number of valuable publications and periodicals from learned and professional societies, international organizations, overseas governments, etc. etc. flow into the Secretariat and other government offices; provision for dealing with these more systematically, and arranging for their ultimate care or disposal is a matter worth consideration when library development is under discussion.

15. The above description of existing provision is intentionally brief; its purpose is simply to record certain aspects of the problem, namely :

- (a) there is no organized and integrated public library service in the territory as yet;
- nevertheless,
- (b) there is some library effort going on;
- (c) there are some libraries concerning which there are special problems, e.g. the departmental specialist libraries and the embryonic National Reference Library.

16. In spite of the emphasis on the importance of integrating library services (paragraphs 9 and 10) I recommend that the questions of public lending library services, the National Reference Library, and the Archives be kept fairly separate in the early years. Eventually a degree of integration and centralization will be essential, and everything that is done in the early years should keep this end in view. But on the other hand excessive concern in the early stages with detail regarding final relationships between different aspects of the territory's library services will only divert energies from the more immediate tasks of better service and better book-stocks.

Public Lending Libraries

17. In developed territories, and increasingly in some less developed ones, the picture conveyed by the words 'public library service' is one of lending libraries, open to all, and financed from public funds provided by central or local government authority, or both. Such libraries lend both fiction and non-fiction, and have a reference section and a section for children. Modern public library services, especially in developing countries and countries with large rural populations, do not conceive of their role as just a passive one; they are not simply repositories of books, selected according to some arbitrary judgement, presided over by a librarian, to which people may happen to come if they feel so moved. The library plays an active role which continually strives to ascertain and meet individual needs and to support the extension work of agricultural, health, and other service departments. It promotes and engages in any activity within its means, inside the library or outside, which will help people to form a better understanding of how books should be used and how they can help them in their work and their leisure. It continually and rigorously culls from its stocks books that are out of date, worn out, or unused. It is thus most important to get away from the idea of a public library being a sort of hushed museum of books, many of them musty and out-of-date; it is one among several dynamic agencies for helping people to continue their own education and development in adult life.

18. The present financial position of the territory is difficult, so that for a while at any rate, not very much may be available for public libraries. There is always a temptation, when substantial sums for capital expenditure become available, to embark on schemes rather than forego the aid; and there is an equal temptation to recommend such schemes. I therefore believe it is essential to stress certain facts at the outset.

19. (a) First, the advice of McColvin, already quoted in paragraph 7 above.

(b) Second, in aiming at good libraries it is important to remember that the maximum 'average' useful life of a book is 5 years. Certain reference books last longer; others last less. But within an average period of 5 years a lending library book will either become worn out, or out of date, or have exhausted its appeal. (In the tropics even 5 years may prove too long.) The moral is, that unless one is prepared to provide an annual sum for book purchase equal to one fifth their original cost bookstocks will steadily diminish. Note that this sum does not provide for any expansion of book-stocks or services; it is merely for maintenance of the library's book-stocks at a given level; to it should be added a further annual sum of about 5% of their original cost, and the amount one can afford for annual book maintenance determines the amount one should request for initial capital expenditure on books.

(c) Thirdly, while attractive well laid out library buildings are invaluable, and can do a great deal to attract support for libraries, well trained librarians, well maintained book-stocks and proper servicing facilities, are the first consideration. These also involve annual recurrent expenditure, so that once again the extent to which capital grants can be successfully used must be determined and justified by the amount of annual recurrent expenditure one can afford.

20. In England a total expenditure from public funds for library provision of 12/- per head of the population, of which 2/6 per head of the population would be for books, would be considered by many responsible librarians to be the minimum necessary for proper service. (In fact, of course, many local authorities do spend less, and some more. The median figure is around 5/- per

head, of which about 1/3 goes on books.) The American Library Association has recommended \$1.50 per head as the minimum expenditure necessary. These figures are of course quite impracticable for Fiji; it remains to see if circumstances might permit their modification to suit financial conditions in the territory.

21. We saw in paragraph 19(b) that it was necessary to provide an annual sum of 25% the original cost of book-stocks to cover maintenance and replacement, but not expansion. The next question is - "how many books are required in a public library". A figure accepted by librarians as satisfactory, though by no means excessive, is one book per head of the population served. (This is the figure for large populations; smaller populations require a larger per capita book-stock.) However, this figure only refers to quantity of books; it does not refer to range of titles. 100,000 books serving a population of 100,000 could give a very wide range of material; 500 books serving 500 people, while having the same book/population ratio, would provide only a very narrow range. Obviously ten small autonomous library centres, each relying on its own resources and providing 1,000 books, would be infinitely worse off as regards range of reading material than they would be if each had access to the resources of a central library having 10,000 volumes.

22. This highlights a very important principle, already mentioned: it cannot be too strongly emphasized that all over the world, there is a history of dismal failure through too small autonomous libraries trying to rely on their own inadequate book resources; even in the richest countries today the main effort of public library work is directed towards promoting the sharing of resources. In such countries these efforts are often hampered by past history and entrenched interests; Fiji has the opportunity to avoid such problems. It is essential that any library set up in a country such as Fiji should avoid encouraging a series of small libraries each relying on its own book-stocks. A public library service in Fiji could have no possible hope of success unless it is based on the principle of a central library able to make loans of book-stocks (regularly changed) to smaller local libraries.

23. Moreover, leadership from fully trained and experienced librarians is essential for successful work; as smaller libraries cannot afford full-time employment of trained librarians any system in Fiji would have to economise by ensuring that advice and guidance from trained librarians at a centre were available to smaller libraries and able to exert some influence in their management.

24. To return then to the question of numbers of books. The figure of one book per head of the population might at the start be reduced in Fiji :

- (a) because frankly adequate reading ability and the reading habit is not yet as widespread as in some other countries;
- (b) there is, at present, not so wide a range of skills, occupations, hobbies and other interests as elsewhere;
- (c) because of the multiple language problem;
- (d) because it will inevitably be some time before some of the remote rural areas can be adequately dealt with.

25. I believe that if it were possible to provide library services to one third of the population on a basis of one book to three people, within a period of ten years, this would be as much as it would be realistic to attempt from a librarianship point of view. (Paragraph 31 indicates how this figure could be further modified if necessary.) Whether even this is realistic from a territorial financial point of view is another matter, and costs must now be examined.

26. In round figures let us take one third of the population as 120,000 people. At one book per three people this required a book-stock of 40,000 volumes. At an average of 10/- per volume the original capital cost of the books would be £20,000. Annual maintenance of book-stocks at 25% (see paragraph 19(b)) would be £5,000.

27. To administer this one would have to envisage a central organization building up and maintaining the main book-stocks (see last sentence, paragraph 22) and serving at least 12 branch libraries (supported by local authorities) strategically situated throughout the territory. Recurrent financial requirements at the end of 10 years would be approximately as follows :

<u>Central Library</u>		£
<u>Staff</u>	Chief Librarian	1200
	1 Assistant Librarian	900
	2 Field Librarians @ £800	1600
	1 Cataloguer	600
	2 Clerk/Typists @ £400	800
	2 Packers and sorters @ £300	600
		<u>5700</u>
	Plus 20% to cover "overheads", if any, such as leave, pensions, etc.etc.	<u>1140</u>
		6840
<u>Books</u>	Maintenance and replacement, 25% of 40,000 volumes @ 10/- per volume	5000
	Expansion	<u>NIL</u>
<u>Services</u>	Running costs of two vans @ 1/- per mile, 5000 miles per year each	500
	Depreciation vehicles, £250 per annum each	500
	Travel and subsistence, staff	300
	Miscellaneous: library cards, stationery, equipment, electricity, etc.	500
<u>Branches</u>	12 Branches at £750 per annum each, covering salaries, materials, building maintenance, rent, etc.	9,000
		<u>-----</u>
	TOTAL	£. 22,640
		<u>=====</u>

This represents an expenditure of about 3/9 per head per year to serve a population of 120,000. (Cf paragraph 20).

28. The reaction to these figures may well be that such a service cannot possibly be provided by the territory; even if it proves possible as is recommended later for the 12 branches to be substantially supported by local authorities to an average extent of £500 per year each, this still leaves £16,640 per year to be found. (it may at first sight be thought that annual subscriptions from readers would be another source of funds; but apart from the fact that library experience is overwhelmingly against such charges the

value of these will probably already be included in the local authorities' contribution of £500. One must be careful therefore not to count in this source of funds twice.)

29. While the service provided would undoubtedly be excellent it can be seen that coverage would be by no means complete throughout the territory nor extravagant in the provision of book-stocks; staffing is certainly not over-generous. My purpose in setting out the figures is to indicate that the costs of developing a public library service are fairly considerable and I should do no service to the territory in pretending otherwise. Even after reducing standards as I have (see paragraphs 24 and 25) total annual expenditure per head is 3/9 when serving a population of 120,000; as shown in Table I below the per head expenditure for service to smaller numbers is higher. To go below these per head figures would be to court failure.

30. However, it is possible to reduce recurrent costs, not by reducing quality, but by attempting to serve a smaller number of people - for example by spreading the plan over 20 years instead of 10 years. This may be seen by examining Table I below which sets out the plan on a year by year basis.

TABLE I Recurrent costs of developing a Public Library Service spread over 10 years (Fijian Currency)

9.

ITEM	YEAR	1	2	3	4	5	6	7	8	9	10
No. of branch libraries	-	-	(1)	(2)	(3)	(4)	(6)	(8)	(10)	(12)	
Cost @ £750 per branch	(a)	(a)	750	1500	2250	3000	4500	6000	7500	9000	
No. of volumes in central bookstock	(2000)	(5000)	(10000)	(15000)	(20000)	(25000)	(30000)	(35000)	(40000)	(40000)	
Maintenance 25% initial cost (b)		250	625	1250	1875	2500	3125	3750	4375	5000	
Chief Librarian (c)	(d)	(d)	(d)	(d)	(d)	1450	1450	1450	1450	1450	
Assistant Librarian(c)	960	960	960	960	1100	1100	1100	1100	1100	1100	
Field Librarian (c)	-	-	-	960	960	960	960	960	960	960	
Field Librarian (c)	-	-	-	-	-	-	960	960	960	960	
Cataloguer (c)	-	-	720	720	720	720	720	720	720	720	
Clerk/typist (c)	475	475	475	475	475	475	475	475	475	475	
Clerk/typist (c)	-	-	-	475	475	475	475	475	475	475	
Packer/sorter (c)	-	-	-	350	350	350	350	350	350	350	
Packer/sorter (c)	-	-	-	-	-	-	350	350	350	350	
Van No.1 Depreciation (e)	250	250	250	250	250	250	250	250	250	250	
Running @ 1/-mile	100	200	250	250	250	250	250	250	250	250	
Van No.2. Depreciation (e)					250	250	250	250	250	250	
Running @ 1/-mile					200	250	250	250	250	250	
Staff Travel subsistence	50	75	150	150	200	200	250	250	300	300	
Miscellaneous: (rent, electricity, phones, postage, stationery, library materials)	200	250	300	350	400	450	500	500	500	500	
TOTALS:	2035	2460	4480	7690	9755	12680	16215	18340	20515	22640	
Population served (f)	Nominal		10	20	30	40	60	80	100	120	
Approximated recurrent cost per head of population served. (g)			9/-	8/1	6/6	6/4	5/5	4/7	4/1	3/9	
Net cost to government if branch libraries contribute at £500 per year each.	2035	2460	3980	6690	8255	10680	13215	14340	15515	16640	

Note 1: (a) The first two years would be required for building up the central organization and book-stocks, and completing the necessary territorial surveys and planning, before starting a public service.

(b) Average initial cost estimated @ 10/- per volume.

(c) For estimating purposes all salaries shown here include a margin of 20% to cover any costs which might accrue over and above actual salaries, e.g. housing, pension subsidies, leave etc. In any case all figures for salaries are subject to further advice from the Controller of Establishments.

(d) It is proposed that for the first five years a highly qualified expatriate librarian should be financed through the Secretary of State's scheme. At the completion of his term, one of the assistants should be experienced enough to take over.

(e) It is proposed that the capital costs of book-stocks and vehicles be requested under the Secretary of State's scheme.

(f) Note that library calculations are normally based on population served, not on the number of readers.

(g) Read in conjunction with paragraphs 20 and 31.

Note 2: The above Table indicates recurrent costs which would have to be borne by the territory; Table 2 sets out the capital costs required to establish this programme, and to be sought under the Secretary of State's scheme.

31. The important thing to note in Table I is this : the minimum annual cost per head to provide for 120,000 people would be around 3/9. But if money is not available to provide for 120,000 people it is entirely fallacious to reason that it may be possible to stay within a budget by catering for a lesser number of people at the same cost per head. The fewer the number of people served, the greater the cost per head, and the penultimate line in Table I provides a guide to this matter. But catering for a smaller number of people does of course reduce the gross expenditure, so that spreading the plan over a longer period might provide an answer to some of the financial problems.

32. The basic assumptions of this programme are :

- (a) book-stocks would be bought, processed, and held by a central organization, staffed with fully qualified librarians. This service would be paid for by the territorial government;
- (b) books from the central library would be deposited in branch libraries maintained by local authorities - about 2,000 books to each library;
- (c) these stocks in the branch libraries would be changed at the rate of about 500 books every six months;
- (d) it is unlikely that branch libraries would be staffed with fully qualified librarians; accordingly advice and assistance would be available to them through the field librarian staff of the central library;
- (e) branch libraries should contribute to overall costs at an average rate of not less than £500 per year, which might take various forms, e.g. paying the salaries of their own librarians, upkeep and running costs of buildings; or in special and, one hopes, temporary circumstances, paying a sum direct to government to provide a library service.

33. There are many ways in which participation in the provision of a library service by local bodies can be effected, and there is little point in detailing these at the present stage; their encouragement and development is an important task of the central library staff, and they might well vary from library to library. The main thing is to examine costs as in Table I, in the light of central government funds available, and to decide on the average financial participation by local bodies required to make the scheme possible. Support from branch libraries is assumed at an average of £500 per branch. Twelve such branches, serving a total of 120,000 people, is an average of 10,000 people per branch; thus the sum of £500 represents 1/- per head; and per capita cost to the central government would be reduced by that amount.

34. During my visit to Fiji the point was made that some local authorities might already be willing to support library schemes, and it was important that excessive centralization should not reduce local pride and initiative. With this I entirely agree, and the problem of balancing the absolute necessity for some degree of centralization, on the grounds of economics and good service; against the desirability of encouraging local enthusiasm has not been overlooked. It is therefore worth while to note the following points in connexion with the outline plan above :

- i. Local authorities should have wide discretion as to how they raise funds for libraries; rates and taxes are only one means; there remains ample scope for all sorts of informal methods,

such as concerts, donations, bazaars, working parties and the like, in which local pride, enthusiasm, and ingenuity can have plenty of scope. These informal methods are, after all, widely used in other countries.

ii. It is not suggested that branch libraries should simply be required to pay to the central government a sum of about 1/- per head in cash, and the government would then provide a library in whose management the local authority would have no say. The suggestion is that where a local authority is willing to organize its own library, and can guarantee to spend an agreed sum on so doing, the full assistance of the central library services will be made available to it. Precise details of relationships are a matter of goodwill and common-sense on both sides, and will almost certainly vary in different branches, according to local needs and circumstances.

iii. Support to the extent of £500 a year is only a suggested minimum; there is nothing to stop a really enthusiastic authority which is able and willing to spend more from doing so, and in this way improving its own buildings and services.

35. The foregoing section on public libraries deals with essential general principles and recurrent costs involved. It avoids detailed treatment of such things as the comparative merits of book-box schemes, mobile libraries, static libraries and so on; does not discuss questions of relative proportions of book-stocks (e.g. adult and juvenile, fiction and non-fiction and so on); refers only very broadly to possible relationships between the central library service and branches; and makes no mention of library legislation which would eventually be necessary.

36. This is quite deliberate. The development of a good public library service is essentially a matter for co-operation between central and local government and the public. As such it is a matter for evolution and growth, shaped to meet particular circumstances and needs, rather than advance planning to rigid specifications. Certain essential principles should guide such growth, and these are outlined above; but beyond that over-detailed planning is unrealistic. Much documentation about what has been done elsewhere is available, and will be known to an experienced librarian, but it is not a question of arbitrarily deciding in advance which is best in general terms; it is a question of deciding which of a number of well tried methods and procedures are best for Fiji; and not only which are best for Fiji, but also which are best for different parts of Fiji. This can only be worked out gradually by actual practice.

37. It is therefore my recommendation that even if recurrent expenditure can be found, the first public library under the scheme should not be started until about two years after the appointment of a librarian. The librarian's first two years would be occupied in examining in more detail the various matters referred to above; in deciding, as a result of appropriate consultation and fieldwork, the best location for the first two or three branches; in building up his book-stocks, and developing working arrangements for the central organization; and in mapping out the kind of legislation eventually necessary for the scheme.

38. Table I indicated recurrent costs which would fall on the territory in proceeding with this scheme. Table II below indicates the amounts required under the Secretary of State's proposals to cover the capital costs of the scheme.

TABLE II

Amounts required for capital assistance
to initiate the scheme for public libraries
on the basis set out on Table I.

12.

ITEM	Basis	Paragraph Reference	YEAR 0	OF 1	SCHEDULE		4	5	6	7	8
					2	3					
<u>STAFF</u>											
Chief Librarian	5 yrs.@ £2000 +20% 'overhead'	27 & 49		2400	2400	2400	2400	2400			
Locally Born Assistant Librarians	(Overseas training approximately 1 year £800	27 & 49	2000								
First Assist.	(maintenance and										
Second Assist.	(£1200 travel				2000						
Third Assist.	Locally trained										

<u>BUILDINGS</u>											
Building			35,000								
Furniture & Equipment		54 to 56	5,000								
Miscellaneous Materials				1000							

<u>BOOKS</u>	at 10/- per volume	26	1000	1500	2500	2500	2500	2500	2500	2500	2500

<u>VEHICLES</u>	two @ £1500 each	27		1500				1500			

<u>TOTALS</u> :			43,000	6400	4900	6900	4900	6400	2500	2500	2500

GRAND TOTAL : 80,000.

Government Archives

39. Paragraph 26 of the 1957/58 Libraries Committee Report recommended that the National Reference Library be initially attached to the Government Archives. I do not favour for the time being any direct administrative linkage between the present Archives and other library services. There are several reasons for this :

- (a) the functions and purposes of libraries and archives are different;
- (b) the Archives staff already has a full-time job - indeed more than full time if it is to do all that archives can do; to involve the staff in general library work would not only decrease the amount of time it can give to its own primary professional duties; but would also involve the Archivist in all sorts of administrative and other 'household' tasks which would represent a misuse of the professional services for which he is engaged;
- (c) the Archives are already a going concern doing an effective job; it would seem a pity to cause any avoidable disruption to the work; far better deal with library services separately, and consider later what facilities can be used in common for greater economy.

40. However, the question of whether the Archives should be under the same roof as a National Reference Library is not quite the same thing as the question of unified administration. Reasons of practical management and economy suggest they should be under one roof, especially when one considers such questions as the value of air-conditioning in libraries in the tropics, and the sharing of a book-binding and repair workshop, fumigation facilities and so on; but even here questions affecting the selection of a site for buildings for a Reference Library and for the Archives would need careful consideration before a final decision was made. I would suggest that Archives and the National Reference Library should be under one roof unless there are compelling reasons, having to do with site selection, to the contrary.

41. One other point in connexion with the Archives needs mention. Good progress has already been made in sorting, indexing and generally 'processing' material, but this is the 'passive' side of archives work; much remains to be done before more creative work of the 'servicing' type can effectively be undertaken. This initial work of receiving materials, sorting, indexing, processing, and arranging is inescapably a rather slow and laborious process. There is some danger that if the period required is unduly prolonged the true value of a good archives service becomes obscured and public support and interest wanes. I therefore recommend that if it is acceptable under the Secretary of State's scheme an additional fully qualified staff member be appointed for a fixed period of two years to assist in shortening the initial 'passive' period, and to enable the Archivist to give more attention to developing creative servicing work.

The National Reference Library

42. In his 1946 report Taylor speaks of "Government Reference Needs" rather than a 'National Reference Library'. I think his phrase aptly names a field which is not only one of increasing importance today, but is one in which a useful start could be made without becoming involved in wider and more complex issues.

43. Today an increasing part is being taken in the affairs of the territory

by locally born people of all races. It is quite natural that this trend should continue. It includes not only a growing proportion of locally born people in the higher ranks of government service but also an increasing interest and responsibility in public affairs generally by educated men and women not necessarily in government service. But Fiji is a small country and a fairly remote one geographically, and it is absolutely essential that these developments should not result in its intellectual and professional life becoming isolated from that of the outside world. Thus good reference library services take on more importance than formerly.

44. In the remote past, and perhaps decreasingly in the nearer past, the expatriate, whether government official or otherwise, has been an important channel of communication with outside ideas and developments. His overseas visits and contacts, his familiarity with overseas libraries, professional journals and technical publications, and often his links with overseas professional associations, have to a considerable extent helped to compensate for lack of resources of information within the territory. But the time has come to look to the future and to strengthen the resources of information within the territory itself, and one of the essential resources is proper reference library provision.

45. A reference library, like a public lending library, should not be thought of as simply an ultimate resting place for sundry books and publications; in fact, while good custodianship is obviously necessary this is the least important aspect of its work and entirely subservient to its role in giving service. The 'service' aspect is paramount.

46. At first a proportion of people who will need to make use of the services of the reference library may not be too experienced in the methods of searching out information, sifting wheat from chaff, distinguishing between what is out of date or what is not, and in seeking further information from elsewhere when local resources are exhausted. Positive, creative, and sympathetic assistance will be required from the library staff. In the early days the librarian may often have to fill a role not unlike that of an experienced and sympathetic university tutor. A collection of books and a 'help-yourself' attitude will not be enough. This will affect not only the *modus operandi* of the library, but also its contents and the method of building up its book-stocks.

47. I envisage the reference library in its early formative years as one whose purpose is to meet the need for information at three levels in public affairs. There will be the needs of people at top level in government and public affairs to whom Taylor refers in his report, namely: "educationists, members of the legislature and higher government officials". (To these should be added the needs of non-official people who nevertheless have a valuable role in public affairs.) At the next level there is the need of the middle ranks - e.g. field officers of various government departments, teachers, and so on, and again their equivalents in non-official ranks. At the third level there are the rank and file members of organizations playing a constructive part in public life; e.g. co-operative societies, women's committees, youth clubs, etc.

48. Although the field of work described in the previous paragraph is wide, it does at least limit the range of work in the formative years of the library and gives it a definite direction and purpose. It is not essential that all three levels be tackled simultaneously nor even that all sections within a given level be tackled at once. But I feel it is necessary to start the Reference Library Service on this kind of selective basis at first, and to work towards a broader approach as funds become available; a library without rather specific aims may be a failure when funds are limited.

49. The programme could be developed as follows: first the services of a

- fully -

fully qualified overseas librarian with special experience in reference and library extension work should be sought for a period of about 5 years under the Secretary of State's scheme. At the same time steps should also be taken to send at least two locally born people overseas to obtain library qualifications; they would become assistant librarians, and no doubt if one of them shows sufficient quality he would take over from the overseas librarian at the conclusion of the latter's contract.

50. Every effort should be made to ensure that the locally born librarians have university qualifications, and the timing of the scheme should ensure that at least one of them returns to Fiji at the same time as the overseas librarian is appointed, and the other returns not more than one year later. This timing is really important if the full benefits of the overseas librarian's work are to be secured.

51. I would suggest that the first stages in their work (these stages could overlap) would be:

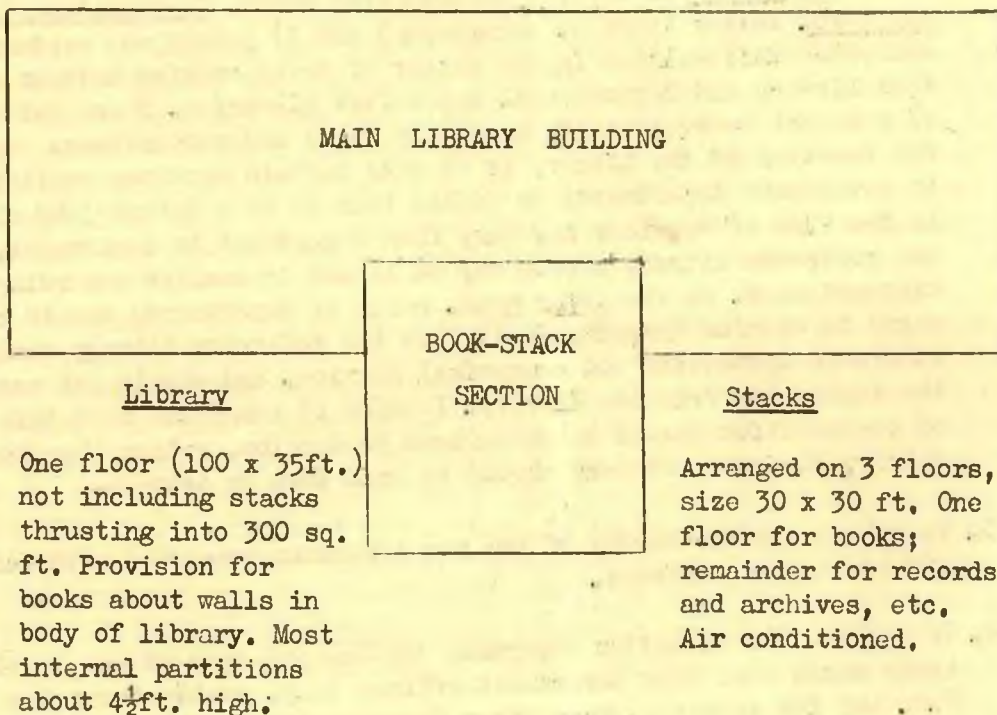
1. To make a preliminary survey of the needs at the three levels mentioned in paragraph 47; to ascertain what is being done, and what is lacking, in efforts to meet those needs; and in consultation with the government, to select two or three of the most useful points at which a start could be made.
2. To consult with heads of government departments to ascertain the most effective way in which the Reference Library Service and departments could co-operate in meeting departmental needs. Co-operation is the key word. Taylor (page 4, paragraphs 3 and 4) points out certain inescapable difficulties in the matter of relationships between a Central library and departmental specialist libraries. These difficulties cannot be overcome by arbitrary rules and regulations. The function of the library is to make certain services available to government departments to enable them to do a better job; clearly the kind of services may vary from department to department, and the reference library's role may be larger or smaller according to circumstances. On the other hand, heads of departments should be prepared to examine sympathetically how the reference library could provide more systematic and economical service, and should not expect the impossible from the library. I think it essential that this kind of co-operation should be encouraged to develop, rather than that arbitrary divisions of work should be laid down in advance.
3. To make a similar survey of how non-officials concerned with public affairs can be assisted.
4. To examine the situation regarding the use and care of many publications which come into Government offices (e.g. publications from the U.N. and its agencies, from other Commonwealth territories, learned societies, the Colonial Office, the South Pacific Commission, etc. etc.) for which at present there appears to be little systematic provision.
5. To devise with the Government Archivist a working dividing line between the work of a National Reference Library and the Archives.

52. Only after this kind of survey and enquiry work have proceeded for some months - probably a year - will it be possible to start the systematic work of transferring selected materials to the care of the reference library, acquiring new stocks, and developing services. This period could no doubt be occupied with the construction of the necessary buildings.

53. In connexion with a National Reference Library, it will be necessary to consider costs of buildings, staff, book-stocks, and miscellaneous costs.

54. Buildings. On page 3 of his report Taylor suggests the kind of building required. His plan was based on the assumption that the reference library, lending library, and archives would all be administered under the same roof. However, as it is unlikely either that all sections of library services can be started at once, or that a building of the size suggested by Taylor can be afforded, it seems better to suggest a smaller building capable of being added to when the time is propitious. I therefore suggest that Taylor's plan be modified as below.

Specimen Sketch Plan of Building for National Reference Library
or for Central Library in Public Library Service.



55. Detail is of course subject to further advice from experienced library architects and precise layout can be adjusted to meet particular requirements of the site selected; but the overall area suggested should be adequate for several years and will provide a basis for estimating the kind of sum which should be requested under the Secretary of State's proposals.

56. I estimate that £35,000 should cover the cost of the building and air-conditioning of the bookstack section. A further £5,000 should cover the costs of furniture and special equipment, e.g. facilities for book-binding and repair, photo-copying, and fumigation.

57. Staffing. The question of staffing was touched on in paragraph 49 above; Table III (paragraph 59) indicates in detail suggested staff and general costs up to the sixth year of the programme, on the assumption that the period of service of the overseas librarian will conclude at the end of the fifth year, and the library will then be a going concern. The table also indicates sums needed under the Secretary of State's plan, and sums required annually from the territorial government.

58. Books. As regards books I suggest that a stock of 10,000 books at an average cost of £1 each by the end of the 5th year is an adequate estimating figure. Reference books, well cared for and well housed, obviously last longer than the more ephemeral and roughly handled material of a lending library. Consequently the figures for maintenance and replacement given in paragraph 19(b) can be modified. I suggest an average 'useful life' of reference material be taken as 8 years so that 12½% of initial cost be allowed for replacement and maintenance. I suggest 7½% be allowed for expansion. The financial implications of these figures are shown in Table III.

59. Miscellaneous. There will be certain recurrent costs involved in the annual purchase of library materials such as stationery, index cards, book-binding materials, photo-copying materials, and so on; provision should also be made for a certain amount of territorial travel. These figures are included in Table III. (Next page)

60. I do not feel that three librarians by the sixth year is at all excessive - in fact if funds are available another would be of utmost value; the reason for this is that the chief librarian will have a very large proportion of his time absorbed by general administrative and organizational work; the second librarian will be fully occupied with normal library work within the reference library building itself; and there will be a very considerable amount of work assisting and co-operating with the specialist departmental libraries which will take place outside the walls of the main building; much of this work will fall to the third librarian. If, in addition, any considerable amount of field work develops in connexion with services at the third level described in paragraph 47, or if it were decided that it were important for the library to provide a special service for teachers (a point of some considerable importance) additional staff may be essential. However, it is probable that the cost of such additional staff would not represent entirely new expenditure in that some of the costs may be offset by transfers of existing expenditure on library work by the specialist departments themselves. The same thing applies, to some extent, to costs of purchase of books, periodicals, etc.

Control and Legislation

61. Paragraph 30 of the 1957/58 Libraries Committee Report recommends the appointment of a statutory Board of Trustees to supervise library services. The Taylor (1946) Report recommends control by the Education Department

TABLE III.

Capital & Recurrent Costs of Developing a National Reference Library
over the first six years.

18.

CAPITAL COSTS			RECURRENT COSTS							
To be applied for under Secretary of State scheme via British Council for capital costs.			To be provided by Fijian Government.							
ITEM	BASIS	£ STERLING	BASIS	YEARS:-	1	2	3	4	5	6
<u>STAFF</u>										
1 Chief Librarian	5 yrs. @ £2000 + 20% "overheads"	12,000	Maintained from Secretary of State grant. Nominal cost to Fijian Govern.	-	200	200	200	200	200	1440
2 Assistant Librarian)	Training for 1 year costs each	6,000	Maintained in full by Fijian Governm.	1080	1080	1080	1080	1080	1080	1200
3 Assistant Librarian)	£1200 travel and £800 maintenance		at average salary of £900 per annum	1080	1080	1080	1080	1080	1080	1080
4 Assistant Librarian)			+ 20% "overheads"	-	-	1080	1080	1080	-	-
5 Clerical Assistant			Maintained by Fijian Govern.in	375	400	425	450	475	500	5
6 Clerical Assistant			average salary range 400/500 per annum	-	375	400	425	450	475	6
7 Book Binder			Maintained by Fijian Governm.in	-	250	275	300	325	350	7
8 Book Binder			average salary range 250/400	-	-	250	275	300	325	8
9 Packer/cleaner			Maintained by Fijian Governm. in	-	180	200	220	240	260	9
10 Packer/cleaner			average salary range 180/300	-	-	-	180	200	220	10
					2735	3565	4990	5290	5430	5850
<u>BUILDINGS. ETC.</u>										
11 Library building	Full cost	35,000	Maintenance at 1% per annum & 2% every fourth year	-	350	350	350	700	350	11
12 Furnishings & equipment	Full cost	5,000	" " " " "		50	50	50	100	50	12
13 Library materials	Full cost	1,000	Annual costs (estimated)		200	250	300	350	400	13
14 Misc. (including air conditioning, phones, etc.)			" " "		350	350	350	350	350	14
					950	1000	1050	1500	1150	
<u>BOOKS</u>										
15 Initial stocks	Full cost of 10,000 vols. @ average of £1 each, spread over 5 years	10,000	7 1/2% initial cost	(1000)	(2000)	(3000)	(2000)	(2000)	-	15
16 New acquisitions (expansion)			12 1/2% initial cost	-	75	225	450	600	750	16
17 Repairs, and new acquisitions for maintenance of original stock levels			Note: figures in brackets show initial costs of stock bought from Secretary of State grant. Fiji contribution is a percentage of cumulative total.	-	125	375	750	1000	1250	17
					-	200	600	1200	1600	2000
<u>MISC.</u>										
18 Travel Subsistence			Basis of £F.4. per day covering hotel bills, etc.	120	160	200	240	240	240	18
19 Fares			Sum to cover either air fares or petrol, oil, etc.	50	75	100	150	200	250	19
20 Vehicle: capital	Full cost initially	1,500	£250 per annum depreciation, £50 per annum repairs, replacements and other costs.	-	-	-	-	-	-	20
21 Depreciation & Repairs				-	300	300	300	300	300	21
					170	535	600	690	740	790
TOTAL CAPITAL COSTS £stg. 70,500 (Secretary of State scheme)				TOTAL RECURRENT COSTS £F. (Fiji Government)				2905	5250	7190 8230 9270 9790

The 7 1/2% provision for expansion can, of course, be varied to suit financial circumstances; but provision for repair of books and maintenance of stock levels should not be allowed to fall below 12 1/2% cost of existing stocks, otherwise the library will simply deteriorate.

advised by an Honorary Library Board. In my opinion control of library services should eventually be vested in a Board of Trustees and should not come under an individual government department; but for its first three or four years the Chief Librarian should be directly responsible to the government through the Colonial Secretary, and should be advised by a small ad hoc advisory committee.

62. Bearing in mind that the problems of initiating the service and building its resources will be quite different from those facing it later on, when it is a going concern, I suggest that membership of the advisory board should be very flexible during the early years, and should not be permanent. The kind of Board I have in mind would have about seven members meeting quarterly to whom the Chief Librarian can take his problems and make his recommendations, and seek advice and endorsement before placing them before the government. At each separate meeting some members should be selected for their special knowledge of or interest in the business on the agenda. Each meeting should elect its own chairman, but it would be of great value if the Colonial Secretary or other very senior person in public life would occasionally consent to take the chair in order to demonstrate the territory's interest in the scheme. One or two members, changing from time to time, should be representative of public rather than official life of the territory.

63. Not later than the end of the third year of the scheme the Chief Librarian should be in a position to make recommendations as to membership and functions of a statutory Board of Trustees, and appropriate legislation.

64. Assistance to other libraries. The section on "Public Lending Libraries" (paragraphs 17 - 38) indicated appropriate relationships between the local government libraries and the central service. Paragraph 18 and paragraph 67 below indicate the dangers of supporting autonomous libraries which are too small to provide proper services.

65. If the government feels it cannot afford to do more than make a start on the National Reference Library the question is bound to be asked - what assistance can be given to local libraries which may already be started or which local authorities may wish to start until such time as a properly integrated territorial service can be organized.

66. I would urge the utmost caution. To put matters in perspective I should like once again to quote McCoolvin - not because his words support any particular view which it is desired to press but because they summarize and reflect experienced library opinion in many parts of the world, including England.

67. " Multiplicity of library services is another potent handicap. Let me not be misunderstood. There is ample room, especially in any larger community, for those libraries which serve particular specialized functions or which cater ^{for} people who, as regards their book-using activities, have special needs, i.e. for libraries of specialization and research, school, college, and university libraries, the libraries of industrial firms, professional bodies and the like, and there is room for libraries which cater only for the more recreational needs of those who prefer to read the trivial or seek the latest best-sellers. But only when a library reaches a certain size can it provide a sufficient range of worth-while material. The small library inevitably tends to cater for majority demands, though the probability is that minority demands, for books which relatively few may need though that few may need them badly, are more important. The smaller libraries tend to duplicate one another, and to leave much that none of them provide. A library with, say, 50,000 books, will have a considerable wealth of material that five or even ten or more libraries of 10,000 volumes would not possess. Moreover, the smaller libraries cannot afford to employ fully qualified or specialized staff and, if they did employ them, could not make full use of their expert and specialized abilities.

also,

20.

" It is true, that in any community there is a limit to the amount of money that can - or will - be made available for library purposes. It is seldom sufficient to support even one really good library system. To divide this between two or more institutions is to make them not only inferior to one combined system but even bad of their kind and size. In other words (quite apart from the fact that four small libraries could never do the work of one large one), if these four are to live upon the total support of the community they will probably be bad small libraries.

" There must, of course, be innumerable small libraries in any country because it will have innumerable small communities. This is a different and more general problem - that of providing the small-town and rural inhabitant with resources wider than can possibly be given by each community acting independently. Clearly in every small community there will be readers requiring materials which few if any other people in that community would also need - materials which it would be impossible or grossly uneconomical for each community to attempt to provide itself. Behind every small library there must be wider resources - comprehensive book stocks, a good reference and information service, expert staffing. Otherwise, the country dweller is condemned always to suffer much lower standards of service than those in the larger town.

" The answer to this - and the only answer - is the creation of large units of service, each embracing many small service points and, preferably, also including one or more large city libraries which can act as a main source of supply. Where such large units of service exist, and where they are backed by nation-wide systems of library co-operation, it does become as possible for the man in the village as for the man in the large city - apart perhaps from some delays - to obtain whatever he may require that can be of value to him. But these units must be large enough, they must give their services to all as a right and not as an occasional privilege, and they must be adequately supported. A bad large rural system is no better than a bad large city library, and may well be worse than a good small library. But there is no reason why they need be bad or too small. The larger British county libraries backed by the regional bureau and the National Central Library, the county library systems of Denmark and Sweden similarly integrated into a nation-wide machine for book distribution, and the regional projects of the U.S.A. are all good examples of a pattern which should be emulated. I feel, however, that when new library systems are being planned or inferior systems reorganized it is necessary to begin with the regional, or large unit, system. Where such larger units are now in operation they have often appeared at a late stage in the history of library development - where small independent libraries already existed, often to handicap regionalization. It is far wiser, when practicable, to begin with a clean slate by starting central services and expanding rather than by starting small decentralized libraries and seeking to co-ordinate them later.

" In brief, I believe that one of the reasons why so many countries standards are so low is because too many small libraries, in towns and in county districts, have been allowed to establish themselves. These libraries have not been able to do work of any genuine value and so have not served to teach the public or their governments that libraries have a genuine function to perform."

68. Having seen how true these words are in a number of places in various parts of the world it is my belief that the government should concentrate all its resources initially either on central reference library or on a public

- library -

library service, there is everything to be gained by resisting pressure to dissipate resources in dribs and drabs of cash grants in aid to small autonomous libraries. I hope this will not in any way be read as belittling the patient work which has been done by devoted and unselfish people. It is urged solely in the long term interests of library development within the territory.

69. A National Reference Library might nevertheless be able to provide some or all of the following kinds of assistance to other libraries :

- (a) Basic training for librarians for smaller and specialist libraries;
- (b) assistance with locating and buying books from overseas. (But see paragraph 70 below);
- (c) assistance in the central library workshop with book repair and book-binding at cost after the central library's own needs have been taken care of;
- (d) the loan of certain books for limited periods for particularized purposes and needs;
- (e) general professional advice and help.

70. Book Buying. In the interests of economy and efficiency it will often be necessary to purchase bookstocks from overseas sources. However, it is strongly urged that ^{very} sympathetic consideration should also be given to purchasing bookstocks from local booksellers whenever their terms and efficiency are comparable with what is obtainable elsewhere. The existence of good bookshops is an essential component in the development and life of a territory; but bookshops can only exist where there is a reasonable demand for their services and even in densely populated countries the margin between success and failure in the booktrade is small. The volume of trade in small territories is not very high and if the main buyers of books go elsewhere good bookshops cannot develop.

71. Overseas Training. It is recommended above that overseas training in librarianship be given to future librarians. The place where such training is given may naturally be influenced by close ties with the United Kingdom and also the fact that programmes for library development depend largely on the initial generosity of the U.K. taxpayer. Nevertheless it is worthwhile remembering that although library services in England are unsurpassed they have developed in relation to the particular kinds of conditions obtaining in the U.K., namely a densely populated country of great wealth and extreme decentralization of local authority whose institutions and services are the result of centuries of growth, evolution, compromise, 'mend-and-make-do'. Extremely valuable work, especially in the field of extension library services, and of a kind often especially relevant to Fiji's needs, is also being done elsewhere, particularly in Canada, and in the United States of America. Australia, particularly Western Australia, also has valuable experience to offer in serving remote and thinly populated areas. Thus it would be a great pity if the trainee-librarians did not have an opportunity of seeing something of this library work in countries other than England, especially for example, the extension work in the Frazer River Rural Library Service, British Columbia. I recommend that such opportunities be created for them, and that is why the travel figure, against cost of overseas training in Table II, is set at a high figure. Considerable benefit might accrue if future librarians received their training in different places, - some in England, some in Canada and so on.

72. In this connexion it is not impossible that outside financial assistance towards such training could be obtained, in addition to that offered under the Secretary of State's scheme, and the South Pacific Commission

would be willing to pursue enquiries if requested.

73. Trainingⁱⁿ librarianship is extremely useful in a number of walks of life even if one is not going to be employed as a librarian; a few locally born people likely to be employed in senior clerical and secretarial positions, or teaching posts, who had had such additional training would be an asset to the public service, not only in the enhanced quality of their own work but as relief librarians and stand-bys for possible future developments. It seems clear that at least half-a-dozen people with training in librarianship could be easily and usefully absorbed in government departments over the next few years even if no great developments in public libraries took place. I therefore suggest that this kind of training be kept in mind when scholarships for overseas training are being awarded.

Time-Table for Developments.

74. Table I indicated a 10-year (or longer) plan for development of a public library service. Table III indicates a 6-year plan for the development of a National Reference Library. I do wish to stress my belief that if, as seems inevitable, the territory cannot afford both for the time being it should start and concentrate on one or the other, but should not attempt to do a little of both.

75. My own recommendation is to make a beginning on the National Reference Library, and not just because it is cheaper. There are three main reasons :

- (a) I feel that the need for such a service is definite already and is becoming urgent. Within 10 years it will be really urgent - and that is the kind of period (reckoning from now) it will take to develop a really good service. The fields of work in which the National Reference Library is really needed and the ways of going about the service, are fairly clearly observable.
- (b) The question of a public library service is different; the main basis on which the effective work of a public library service must rest (especially when the books must inevitably be not in the mother tongue but in the second language - English) must be the output of the secondary schools, and this is not yet very large. A few years of development of really good libraries in secondary schools should almost certainly precede any large development of public libraries.
- (c) There are good logical and administrative reasons why the National Reference Library organization could, after some years, turn its attention towards extending its work to the development of public libraries; it is not so logical or convenient to attempt matters the other way round.

76. It must be emphasized that the staffs and resources shown in Tables I and III as being required for a Public Library Service and the National Reference Library respectively will all be very fully employed; thus it is not possible to reason that financial economy could be effected by engaging staff - say for the National Reference Library, - and then later on hoping that with some additional funds for book-stocks and travel, etc. the same staff could also run the Public Library Service. Each service has been estimated in this report as a self-contained entity and taken up to a certain point in its development, i.e. 10 years in the one case and 6 years in the other. Up to that

point only relatively minor economies in recurrent expenditure could be effected by sharing certain physical resources; it is only after these points in the development of the two library services that really tangible economies begin to result from full integration. The reason for integrated library services is that it is not possible, in the long run, to provide good service without integration; financial economy is a by-product which - while it cannot be achieved in any way other than integration, - is not felt until a certain point in the development of the service is reached. After that it becomes increasingly real.
